

104th Congress 2d Session - - - - - House Document 104-179

**REQUEST FOR FISCAL YEAR 1996
SUPPLEMENTAL APPROPRIATIONS**

COMMUNICATION

FROM

THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

HIS REQUEST TO MAKE AVAILABLE APPROPRIATIONS TOTALING \$620 MILLION IN BUDGETARY AUTHORITY FOR DOD OPERATIONS ASSOCIATED WITH THE NATO-LED BOSNIA PEACE IMPLEMENTATION FORCE (IFOR) AND OPERATION DENY FLIGHT, AND \$200 MILLION FOR CIVILIAN IMPLEMENTATION OF THE DAYTON PEACE ACCORD AND TO DESIGNATE THE AMOUNTS MADE AVAILABLE AS AN EMERGENCY REQUIREMENT PURSUANT TO SECTION 251(b)(2)(D)(i) OF THE BALANCED BUDGET AND EMERGENCY DEFICIT CONTROL ACT OF 1985, AS AMENDED, PURSUANT TO 31 U.S.C. 1107



FEBRUARY 23, 1996—Referred to the Committee on Appropriations and
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WASHINGTON : 1996

THE WHITE HOUSE,
Washington, DC, February 21, 1996.

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

SIR: The United States and its allies have begun the difficult task of bringing peace to Bosnia. Under the agreement brokered by the United States that resulted in the Dayton Peace Accords, I have committed our troops to a multinational force in Bosnia and Herzegovina and pledged U.S. help in multinational civilian peace implementation programs. I ask Congress to consider expeditiously the enclosed requests for FY 1996 supplemental appropriations in support of these efforts. These requests seek \$620 million for Department of Defense operations associated with the NATO-led Bosnia Peace Implementation Force (IFOR) and Operation Deny Flight, and \$200 million for civilian implementation of the Dayton Peace Accords.

The security and success of the IFOR mission go hand-in-hand with the implementation of all aspects of the Dayton Peace Accords. Our planned civilian programs will not only underpin the Dayton Accords but also support IFOR and American troops, enhancing their security as they perform their mission and facilitating their safe and smooth withdrawal upon its completion.

I hereby designate the amounts requested as emergency requirements pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended. Nevertheless, the requested increases in budget authority are fully offset by rescissions from funds available to the Defense Department, as proposed in the accompanying Special Message.

The details of these requests are set forth in the enclosed letter from the Director of the Office of Management and Budget. I concur with her comments and observations.

Sincerely,

WILLIAM J. CLINTON.

Enclosure.



THE DIRECTOR

Estimate No. 2
104th Congress, 2nd Session
EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

February 21, 1996

The President

The White House

Submitted for your consideration are requests for emergency FY 1996 supplemental appropriations that would provide funds for U.S. participation in the NATO-led Bosnia Peace Implementation Force (IFOR) and for initial U.S. costs of the civilian implementation of the Dayton Peace Accords. The requested funds, totaling \$820 million, are for the following programs:

- o For the Department of Defense, \$620 million, which would be used to cover a portion of the FY 1996 IFOR costs and nine months of Operation Deny Flight. These costs include: \$286 million in Military Personnel accounts for special pay and allowances for the personnel deployed to the region; \$270 million in Operation and Maintenance accounts for unit operations, transportation, logistics, consumables, fuel, and spare parts; \$38 million in the NATO Security Investment account for the U.S. share of NATO engineering costs; and \$26 million for miscellaneous other programs in support of IFOR. These supplemental funds are required in order to avoid potential shortfalls in critical DoD readiness programs later in the fiscal year.
- o For Funds Appropriated to the President, \$200 million to help finance initial U.S. civilian peace implementation programs in Bosnia and Herzegovina. This funding, which would supplement the "Assistance for Eastern Europe and the Baltic States" account administered by the Department of State and U.S. Agency for International Development, would provide \$145 million for economic revitalization, \$45 million for police monitors and police training, \$5 million for demining assistance, and \$5 million for administrative costs.

Two papers that describe in greater detail the DoD operations and civilian peace implementation programs that would be financed by this proposed supplemental follow this letter.

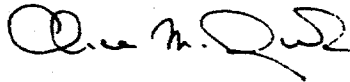
The rescissions requested to offset the proposed supplemental appropriations are as follows:

- o From the Department of Defense, \$820 million from a classified program with funds that are in excess of DoD's requirements and are recommended for rescission to support higher priority programs.

I recommend that you designate the full \$820 million requested for the Department of Defense and the Agency for International Development as emergency funding requirements in accordance with section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

I have carefully reviewed these proposals and am satisfied that they are necessary at this time. Therefore, I join the Secretaries of Defense and State and the Administrator of the U.S. Agency for International Development in recommending that these proposals be transmitted to the Congress. We will continue to monitor the need for emergency funds, and if additional resource requirements are identified, we will forward our recommendation to you at that time.

Sincerely,



Alice M. Rivlin
Director

Enclosures

FY 1996 SUPPLEMENTAL APPROPRIATIONS REQUEST

Department of Defense

The Department of Defense FY 1996 supplemental appropriations proposals constitute the second phase of the DoD plan to finance the cost of U.S. participation in the Bosnia Peace Implementation Force (IFOR). The first phase, a reprogramming of \$991 million for the most urgently needed Bosnia related requirements, was submitted for consideration by Congress on January 22, 1996. A summary of the Department's funding requirements is shown in the table below.

(dollars in millions)

	Military Personnel	Operation and Maintenance	NATO Security Investment	Other	Total
Army.....	244.4	48.2	---	---	292.6
Navy.....	11.7	---	---	---	11.7
Marine Corps.....	2.6	0.9	---	---	3.5
Air Force.....	27.3	141.6	---	---	168.9
Defense-Wide.....	---	77.8	---	---	77.8
NATO Security Investment.....	---	---	37.5	---	37.5
Other.....	---	---	---	28.0	28.0
Total.....	286.0	268.5	37.5	28.0	620.0

All Department of Defense costs included in this supplemental request are related to the U.S. costs of the NATO Peace Implementation Force. Funding is required for transportation of equipment and troops to the theater, the increased tempo of operations (e.g., for fuel and spare parts), troop subsistence, pay of activated reserves, and allowances for all deployed troops. Complete details of these requirements are provided in the narrative descriptions accompanying the individual supplemental requests. The narrative addresses all Bosnia costs, including those funded in other financing vehicles, in order to provide a complete description of DoD's resource needs.

Early approval of this supplemental request is essential to maintain the readiness of our forces as funds are consumed by the Bosnia operation. Funds are required to ensure that the Military Services can accomplish necessary training in the fourth quarter of FY 1996. Since the planning and related contractual efforts for these exercises must be initiated 90 days before training begins, it is essential that this and the previous reprogramming be approved quickly.

**U.S. PARTICIPATION IN CIVILIAN IMPLEMENTATION
OF THE DAYTON PEACE ACCORDS**

The U.S. sent troops to Bosnia as part of the military Implementation Force (IFOR) because U.S. national interests required our participation in the military implementation of the Dayton Peace Accords. As President Clinton made clear at the time, those same interests also require U.S. participation in civilian implementation of the Dayton Accords to facilitate the IFOR mission and help assure that the peace takes hold.

Significant progress in civilian implementation while IFOR is still on the ground will help demonstrate to the Bosnian people the substantial benefits in maintaining peace even after IFOR withdraws. As the benefits of peace become concrete, this will ease IFOR's mission during its remaining months, diminish the risk to our troops while they are there, and help ensure IFOR's safe and smooth withdrawal later this year.

Military and civilian implementation go hand in hand. Without the secure environment IFOR is designed to create, civilian efforts will not take firm root. By the same token, stability in Bosnia -- the basic objectives of IFOR's work -- will ultimately turn on our ability to help redirect the country and its people from war to peace.

American commanders in the field have stressed the need to proceed quickly and decisively with these civilian implementation efforts. As NATO's Supreme Commander, General George Joulwan, said recently, "it is on the civilian side that we will determine whether we really have true peace and stability in Bosnia."

During the limited period of IFOR's deployment, the people of Bosnia hope to see not just an absence of violence but a measurable improvement in their lives. That improvement will be brought about by economic revitalization stimulated by reconstruction and reform; political reconciliation fueled by the establishment of democratic institutions; and the return of long-absent friends and family to secure communities.

The U.S. has been working with our NATO allies, the World Bank, and others to develop a comprehensive set of programs for Bosnia involving humanitarian assistance, economic stabilization, police training, demining and related efforts. The vast majority of the total costs associated with these efforts will be borne by the Europeans, Japan, the Gulf states, international financial institutions, and others.

In FY 1996, the Administration currently estimates spending a total of \$539 million in support of civilian implementation of the Dayton Accords. The Administration has thoroughly examined all options for meeting these U.S. costs from International Affairs accounts. Over sixty percent (some \$339 million) of our

overall costs will be funded out of these accounts. The additional \$200 million required to ensure the successful implementation of the Dayton Peace Accords in 1996 is to be funded out of the enclosed supplemental request for the Agency for International Development. These funds will finance economic revitalization, police, and demining.

Specifically, the supplemental request contains \$145 million for economic revitalization, which must get under way rapidly to sustain the momentum for peace and directly support the IFOR mission. About three-fourths of these essential activities will be undertaken in the U.S. IFOR sector. The \$145 million will fund infrastructure projects and finance activities that quickly generate employment for thousands of demobilized soldiers.

The supplemental also contains \$45 million for the deployment of police monitors in the International Police Task Force and training of local police, as well as \$5 million for demining. Policing and demining have a direct and immediate impact on IFOR's mission. IFOR is not a police force, and its own demining activities are strictly tied to its own security. Civilian efforts must pick up the slack.

The final element in this additional request covers the \$5 million in operating expenses necessary to ensure effective management of U.S. Government-funded civilian implementation programs.

Experience has shown that United States leadership is essential to the peace process. Our own active engagement on the key civilian implementation tasks is essential to attracting the far greater resources, support, and services from our European allies, Japan, and other friends for this essential effort, many of whom also are involved in IFOR. We must do our part.

FUNDS APPROPRIATED TO THE PRESIDENT

AGENCY FOR INTERNATIONAL DEVELOPMENT

Assistance for Eastern Europe and the Baltic States

For an additional amount for "Assistance for Eastern Europe and the Baltic States" for Bosnia and Herzegovina, including demining assistance, \$200,000,000, of which not to exceed a total of \$5,000,000 may be transferred to accounts of the Department of State, the U.S. Agency for International Development, and the United States Information Agency for administrative costs: Provided, That not to exceed \$5,000,000 of each funds and any other funds appropriated under the same heading for fiscal year 1996 is available for the cost of modifying direct loans and loan guarantees, as defined in section 502 of the Congressional Budget Act of 1974: Provided further, That the additional amount appropriated herein is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide \$200 million for civilian implementation of the Dayton Peace Accords in Bosnia and Herzegovina: (1) \$145 million for economic revitalization; (2) \$45 million for police monitors and police training; (3) \$5 million for demining assistance; and, (4) \$5 million for administrative costs. Up to \$5 million of all funds made available for Bosnia in FY 1996 is available for the subsidy costs associated with debt reduction, consistent with the Federal Credit Reform Act of 1990.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

MILITARY PERSONNEL

Military Personnel, Army

For an additional amount for "Military personnel, Army," \$244,400,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for the Bosnia operation, IFOR, including Imminent Danger Pay, Family Separation Allowance, Foreign Duty Pay, and Basic Allowance for Subsistence (BAS) for enlisted personnel; all associated payroll costs for call-up of 3,388 National Guard and Reserve members; and, early return of dependents.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

MILITARY PERSONNEL

Military Personnel, Navy

For an additional amount for "Military personnel, Navy," \$11,700,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for two Bosnia operations: (1) Deny Flight: Joint Endeavor Air Operations, and (2) IFOR. Activities supported by the request include: Imminent Danger Pay for 200 personnel providing air support over Bosnia; all associated payroll costs for call-up of 171 reservists; and, Imminent Danger Pay and Family Separation Allowance for a 764-person construction battalion (SEABEES) scheduled to provide support for two months.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

MILITARY PERSONNEL

Military Personnel, Marine Corps

For an additional amount for "Military personnel, Marine Corps," \$2,600,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for two Bosnia operations: (1) Deny Flight; Joint Endeavor Air Operations, and (2) IFOR. Activities supported by the request include: Imminent Danger Pay; Family Separation Allowance and Foreign Duty Pay for 477 personnel assigned to two Marine Corps squadrons temporarily stationed at Aviano, Italy; pay and allowance costs for 39 Marine Corps reservists needed to "backfill" active duty personnel assigned to CINC staff billets; and, Imminent Danger Pay, Family Separation Allowance, and Foreign Duty Pay for personnel deployed to the Area of Responsibility (AOR).

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

MILITARY PERSONNEL

Military Personnel, Air Force

For an additional amount for "Military personnel, Air Force," \$27,300,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for two Bosnia operations: (1) Deny Flight: Joint Endeavor Air Operations, and (2) IFOR. Activities supported by the request include: Imminent Danger Pay, Family Separation Pay Allowance, Foreign Duty Pay, BAS, and all associated payroll costs of incremental Reserve workyears for the 2,369 Active and 255 Air Force Reserve/Air National Guard personnel deployed; Imminent Danger Pay, Family Separation Allowance, Foreign Duty Pay, and BAS for enlisted personnel; and, all associated payroll costs for call-up of 141 Air Force Reserve/Air National Guard members.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

OPERATION AND MAINTENANCE

Operation and Maintenance, Army

For an additional amount for "Operation and Maintenance, Army," \$48,200,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for the Bosnia operation, IFOR. Activities supported by the request include: Reserve Component activation costs and preparation of equipment for shipment and use in the Area of Responsibility (AOR); deployment costs; in-theater support for all deployed troops; incremental unit OPTEMPO for ground forces and rotary aircraft; one-time and recurring in-theater logistics support; daily airlift and rail movement of goods and equipment for sustainment of all troops in theater; per diem costs of deployed personnel, backfills, and Reserve Component personnel; leased communication lines/satellite links; miscellaneous contracts for C4I and aviation maintenance; intelligence costs for maps and other required tactical information, and linguist contract support; mine/ballistic protection kits; NATO headquarters costs; reconstitution; air equipment reconstitution; and travel, per diem, and storage of household goods/vehicles.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

OPERATION AND MAINTENANCE

Operations and Maintenance, Air Force

For an additional amount for "Operation and maintenance, Air Force," \$141,600,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for two Bosnia operations: (1) Deny Flight: Joint Endeavor Air Operations, and (2) IFOR. Activities supported by the request include: OPTEMPO flying hours related to enforcing the no-fly zone and KC-135 aircraft; travel and per diem for deployed personnel; airlift costs associated with sustainment of forces; contract quarters, leased communications circuits, consumable supplies, command and control support; miscellaneous contractual services, equipment maintenance, and vehicle repair requirements; deployment of Joint Stars for 60 days; costs associated with continued maintenance of the World-Wide Military Command and Control System; operation of Contingency Airborne Reconnaissance System and Predator; and, Tuzla runway repair.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

OPERATION AND MAINTENANCE

Operation and Maintenance, Defense-wide

For an additional amount for "Operation and maintenance, Defense-Wide," \$79,800,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This request would provide funds for two Bosnia operations: (1) Dany Flight: Joint Endeavor Air Operations, and (2) IFOR, for the following programs: U.S. Special Operations Command; Defense Intelligence Agency; Defense Information Systems Agency; Washington Headquarters Services; Defense Logistics Agency; National Security Agency; and, classified activities.

Activities supported by the request include: travel costs and per diem to support Special Forces, Civil Affairs/PSYOP, and deployed personnel; transportation and port handling costs; incremental OPTEMPO costs; equipment maintenance and services support; intelligence support to U.S. forces; secure telecommunications within the U.S. sector and from the U.S. sector to the United States; deployment of the Joint Total Asset Visibility (JTAV) system to Bosnia; Operations Intelligence Centers--Europe (LOCE) personnel, trainers, and engineers and communications equipment.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

OPERATION AND MAINTENANCE

Operation and Maintenance, Marine Corps

For an additional amount for "Operation and maintenance, Marine Corps," \$900,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for two Bosnia operations: (1) Deny Flight: Joint Endeavor Air Operations, and (2) IFOR. Activities supported by the request include: transportation for two Marine Corps aviation squadrons based in Aviano, Italy; and, per diem costs associated with Reserve personnel called to active duty.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

MILITARY CONSTRUCTION

North Atlantic Treaty Organization Security Investment Program

For an additional amount for "North Atlantic Treaty Organization Security Investment Program," \$37,500,000 to remain available until expended: Provided, That the Secretary of Defense may make additional contributions for the North Atlantic Treaty Organization as provided in section 2806 of title 10, United States Code: Provided further, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This supplemental request would provide funds for the U.S. share of infrastructure projects funded by NATO that are required for the deployment, resupply, and support of the IFOR mission. Projects include: establishing seaport and airport access; tunnel and bridge repair for railroads and major supply routes; communication leases; and, other procurement of items at the NATO headquarters in Bosnia.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

PROCUREMENT

Other procurement, Air Force

For an additional amount for "Other procurement, Air Force," \$26,000,000: Provided, That such amount is designated by Congress as an emergency requirement pursuant to section 251(b)(2)(D)(i) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

This request would provide funds for classified activities.

The entire amount requested has been designated by the President as an emergency requirement pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

DEPARTMENT OF DEFENSE

Supplemental General Provision Language

Sec. . . Section 8005 of the Department of Defense Appropriations Act, 1996 (Public Law 104-61), is amended by striking out "\$2,400,000,000" and inserting in lieu thereof "\$3,400,000,000".

The request would provide additional authority for the Secretary of Defense to transfer funds as necessary to support the Department's efforts in Bosnia and other operational requirements.

PRESS RELEASE

President Clinton today asked Congress to provide \$820 million to support the Bosnian peace process.

The United States and its allies have begun the difficult task of bringing peace to Bosnia. Under the U.S.- brokered agreement that led to the Dayton Peace Accords, U.S. troops have been committed to a multinational force in Bosnia and Herzegovina, and the United States has pledged help in multinational civilian peace implementation programs.

The requests seek \$620 million for Department of Defense operations associated with the NATO-led Bosnia Peace Implementation Force (IFOR) and Operation Deny Flight, and \$200 million for civilian implementation of the Dayton Peace Accords.

The security and success of the IFOR mission go hand-in-hand with implementation of all aspects of the Dayton Peace Accords. The planned civilian programs will not only underpin the Dayton Accords but also support IFOR and American troops, enhancing their security as they perform their mission and facilitating their safe and smooth withdrawal upon its completion.

The President designated the \$820 million in fiscal 1996 spending as an emergency under the Balanced Budget and Emergency Deficit Control Act of 1985, as amended. In addition, the President proposed to offset this spending fully by rescissions from funds available to the Defense Department.